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clearly intended that any proposed amendment must be legally ratified by the legislative action of three quarters of the states. It did not contemplate that any illegal or partial action on the part of the legislatures of the states would be sufficient.

Now it is perfectly competent for a state in its constitution to decrease or increase the number of its members or the number of its houses, either as they existed at the time the Federal Constitution was adopted or at any other time. It is entirely proper for a state to increase its house of representatives, for instance, to five hundred or a thousand, or even more, members if it sees fit. The effect of the referendum is a modification of the legislature as it previously existed. It practically increases the number of members of the legislature so far as the subject matter of the particular referendum is concerned, to the entire electorate of the state in question, and before any valid legislative action can be taken, in cases where the procedure is followed, a referendum must be had.

Of course no state, in its own constitution or laws, can change the Federal Constitution, but the action of a state in ratifying or not ratifying a proposed Federal amendment is a state action and the state has power to modify its legislative authority in any legal way and the referendum when properly sought is a legal modification of the legislative power. Until that has been had the legislative action of the state is not completed. The situation, in some respects, resembles the case where one branch of the legislature ratifies the proposed Federal amendment and the other branch does not act at all. There is thus incompleting action.

These subjects are new and have not yet been decided by our courts but because of their importance they merit the most serious consideration.

February 11, 1919

## THE ECONOMIES OF SAFETY

By LEW R. PALMER

DIRECTOR SAFETY AND PERSONAL EQUITABLE LIFE ASSURANCE SOCIETY

**I**N order that I may direct my ammunition against the properly restricted sector of this elaborate program, I have consulted the usual authority, and am advised that "economy" comes from the Greek (*οικονομία*) "and implies management." We infer that the author means *good* management.

Safety, as treated in this paper, will deal with that vital

factor in good management having to do with accident prevention, and must, of necessity, in the time allotted, be restricted to a very limited area of the entire field of activity.

While it can not be claimed that accident prevention has always been recognized as essential to good business, it can not be denied that to-day it is a generally accepted fact that *safety pays*.

A striking example of the effectiveness of a well-organized and active safety department is illustrated in a chart recently published by the United States Steel Corporation, which is submitted herewith. From it we learn that in the past twelve years there have been saved from death and serious injury within the plants of this organization, approximately, 23,000 workmen.

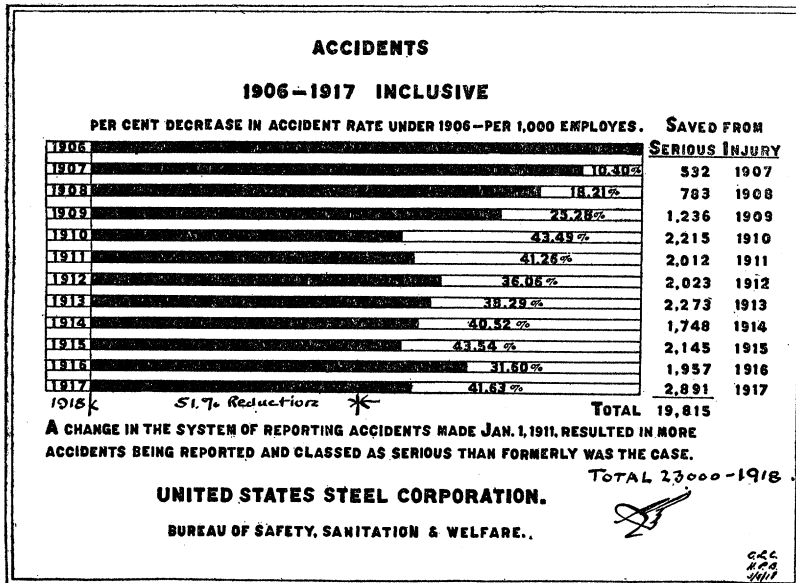


FIG. 1.

Surely, when you take account of the productive value of these workers thus saved to their task in the "trenches of labor," bearing in mind what that increased product has actually meant to our allied armies, fighting our fight for *universal safety* in the trenches "over there," all must agree that the money and effort expended in developing that safety organization had its return, and that many fold.

This highly specialized and important branch of plant management has not been the growth of a day; it has been a

gradual evolution, with many elements involved, including the patient development of methods of education in order to combat that arch enemy of safety—carelessness—by opposing it with a united front, the man cooperating with the management.

Important as has been the installation of mechanical safeguards—many of which are monuments to some fallen pioneer—and the remodeling of plant arrangement and plant equipment, the human factor—the personal equation—still holds a bridgehead in the bloody arena of accident causation.

*"How to reach the man"* is a hard-fought problem of long standing, against which we have repeatedly directed our major offensives; on which we have trained our big guns, and, I fear, wasted not a few highbrow speeches.

However, when men of large caliber, vision and practical experience, direct the bombardment, entrenched carelessness and indifference must surrender to habits of caution.

These mass meetings, or safety rallies, to be of permanent value, should be reinforced with the rapid and continuous fire of education that comes from well-directed foremen's meetings, interspersed with the hand-to-hand personal contact of the workmen's committees. This should, in a large measure, insure that development of plant morale necessary to put safety "over the top."

In a recent bulletin published by the United States Bureau of Labor Statistics on "The Safety Movement in the Iron and Steel Industry," appears an interesting chart showing the variation in accident frequency as compared with the coincident variation of employment.

It will be noted that, following the period of minimum employment (at which time there was a parallel depression in the accident curve), with the introduction of new men came an increased accident frequency. This was to be expected, as it is in accordance with past experience.

However, the accident frequency was soon checked and the curve eventually brought down, even at a time of maximum employment, to a point as low as the best record at any period of minimum employment.

To those who have had experience in dealing with the new-man problem as related to accident frequency, this will appeal as a really remarkable achievement, and to my mind proves without a doubt that safety organization, even in the face of unprecedented stress of war work, has "made good."

It might be added that, when these figures have been brought up to date for the year 1918, they will indicate that

there has been a further reduction as compared with the already good showing for 1917.

Many agencies have been active in the development of the safety movement to the point where we find it to-day. It was out in the Pittsburgh district where, according to tradition, "mules were once held of more value than mortals," that a group of engineers, in cooperation with some contemporary insurance officials, sowed the seed that brought to life the National Safety Council, which stands to-day as one of the foremost accident prevention organizations in existence.

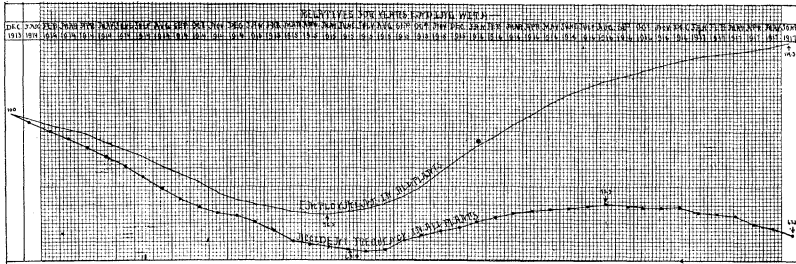


FIG. 2.

Allied with the Safety Council, we have had the American Museum of Safety, a pioneer in promoting the "safety spirit" throughout the industries of this country, which, by holding exhibitions of safety and sanitation, distributing safety publications, and making special investigations on sanitary and safety conditions, has exerted an educational influence of marked value.

Focusing the industrial thought and purpose upon this special branch of plant management soon revealed the fact that, as we had been sadly negligent in conserving our minerals, forests and other natural resources, so had we been woefully wasteful of the lives and limbs of our industrial workers; and we were awakened to the realization that this annual toll of life and limb was not the sad necessity we had believed it to be, but that, by the proper application of organized effort—purpose plus money—amazing reductions in accident frequency could be effected.

From such records as were available ten years ago, we were shown that in the neighborhood of 35,000 fatal industrial accidents occurred each year, carrying with them approximately 2,000,000 disabling accidents for a like period.

In the light of the new day, with its avowed purpose to eliminate waste, the safety movement has played its part, and

to-day it is estimated that the annual rate of fatal industrial accidents has been reduced to approximately 22,000, with a corresponding reduction in the disabling accidents.

To measure this enormous accumulative saving in our nation's man power by a money standard is quite beyond me, but I feel sure that none can deny it is of such unquestioned economic value that we can never again fail to take it into account.

For—is not

- An accident prevented—  
many dollars saved?
- An accident prevented—  
a productive life or limb conserved?
- An accident prevented—  
uninterrupted, therefore, increased production?
- An accident prevented—  
a father saved to his family?  
a family saved from charity?
- An accident prevented—  
a mine well ventilated?  
a thousand happy homes?  
a million dollars saved?
- An accident prevented—  
a high explosive plant properly located?  
a town still on the map?
- An accident prevented—  
a boiler filled with water?  
a plant still in operation?
- An accident prevented—  
an engineer educated to caution?  
"The Limited" at its destination?  
the passengers home in safety?  
the railroad's first duty fulfilled?

Is not accident prevention the *best* and *cheapest* compensation?

Is not the White Cross of Prevention an even greater national asset than the Red Cross of First Aid?

The good results accomplished in the field of accident prevention have encouraged the extension of the plan of obtaining mutual benefits through cooperative effort. In fact, safety has been the entering wedge whereby a better understanding can be developed between the employer and the employee. With it must come a frank discussion of one vital problem, the solution of which works for their mutual benefit.

Having found that the cooperative plan really works for the good of all in this one instance, does it not stand to reason that the circle of application will grow, become larger and larger until, through faith in each other, the contending forces will be led out of the wilderness of strife and misunderstanding

into the promised land of industrial peace? Thus made a fact through a square deal for all.

Great as has been the achievements of the past, far greater is the promise of the future.

Though the most part of my ammunition has been directed toward the industrial sector, I feel it is not out of place to "drop a few" out there in the wider areas of the field of battle where the major offensives of the future will be staged and fought to a successful conclusion:

Why should the public be allowed to waste 60-75 yes and, unless checked, soon 100,000 lives annually?

Why not develop closer cooperation between all accident prevention agencies, and eliminate the waste of duplication?

Why not, through a further cooperation between the states and the casualty companies, prevent more, and compensate less?

Why should life insurance companies pay millions of dollars in untimely death claims when, by united effort, millions of lives can be extended?

Why not educate our children to live through carefulness rather than die by carelessness?

Why do tires still skid for the want of chains?

Why not reduce labor turnover and save lives as well as money?

Why reconstruct the war cripple and allow the industrial cripple to go to the bread line, or even further down?

Why, though "The lips of the righteous feed many," should "Fools (still) die for the want of wisdom"?

Why not! yes, *Why Not?* end *War* with a LEAGUE OF NATIONS?

For, does not *Universal Peace* go hand in hand with *Universal Safety*? Once that goal is attained, is it not truly worth safeguarding with the protecting power and cooperative support of such a *World League*? How else can we compensate for the appalling sacrifice already made? Who dares stay the hand that writes?

STOP!      LOOK!!      LISTEN!!!

And—" *These Sacred Dead Shall Not Have Died in Vain.*"